

DON HOTLINE INVESTIGATION REPORT

NIGHTS #201103819

11 March 2012

1. Investigator(s) and Identifying Information and Location of Working Papers

a. Investigator(s) and Identifying Information.

(1) (b) (6), (b) (7)(C) , Investigator, Office of the Inspector General (OIG); Commander, Navy Region Europe, Africa, Southwest Asia (CNREURAFSWA); Naval Support Activity (NSA) Bahrain; Tel: DSN 318-(b) (6), (b) (7)(C), E-mail: (b) (6), (b) (7)(C)[@me.navy.mil](mailto:(b) (6), (b) (7)(C)@me.navy.mil)

b. Location of Working Papers. Office of the Inspector General (IG), CNREURAFSWA, PSC 451, Box 300, FPO AE 09834

2. Background and Summary

a. Hotline Control #s, Dates of Receipt, and Tasking Dates

(1) 14 December 2011. CNREURAFSWA OIG received a Hotline complaint via e-mail alleging improper assignment of housing units at the Billeting Office, Combined Joint Task Force (CJTF) Horn of Africa (HOA), Camp Lemonnier, Djibouti (CLDJ). The complaint was assigned NIGHTS Case #201103819.

(2) 14 December 2011. CNREURAFSWA Bahrain OIG received the complaint for action.

b. Summary of Complaint. The complainant alleged that United States Air Force (USAF) senior personnel aboard Camp Lemonnier, Djibouti, are showing favoritism towards USAF personnel by placing USAF personnel into permanent and upgraded billeting, prior to other military personnel, in violation of United States Code, Title 10, Chapter 47, Sub-Chapter X (Punitive Articles) Article 92, Uniform Code of Military Justice (UCMJ) and Camp Lemonnier Djibouti Instruction 11100.1F (Billeting Policy).

c. Summary of the outcome of investigation. The investigation determined that (b) (6), (b) (7)(C) , USAF, (b) (6), (b) (7)(C) was not showing favoritism towards USAF personnel, but was following the established standard operating procedure. There was, however, a concern that the billeting policy was lacking transparency by not briefing incoming personnel of the exceptions to policy requirements. (b) (6), (b) (7)(C)

had proactively addressed those concerns by re-writing an updated billeting policy. The policy was being reviewed by the command for implementation. Based on the lack of evidence, this allegation was **unsubstantiated**.

3. Allegation. That between 22 November and 14 December 2011, (b) (6), (b) (7)(C) , USAF, (b) (6), (b) (7)(C) , placed a USAF member into billeting in violation of United States Code, Title 10, Chapter 47, Sub-Chapter X (Punitive Articles), Section 892, Article 92, Uniform Code of Military Justice (UCMJ) and Camp Lemonnier Djibouti Instruction 11100.1F (Billeting Policy, dated 10 February 2011. **Unsubstantiated**

a. Facts

(1) United States Code, Title 10, Chapter 47 - (UNIFORM CODE OF MILITARY JUSTICE), Subchapter X - PUNITIVE ARTICLES, Section 892, Article. 92. (Failure to obey order or regulation) states:

"Any person subject to this chapter who-

- (1) Violates or fails to obey any lawful general order or regulation;
- (2) having knowledge of any other lawful order issued by a member of the armed forces, which it is his duty to obey, fails to obey the order; or
- (3) is derelict in the performance of his duties; shall be punished as a court-martial may direct".

(2) Camp Lemonnier Djibouti Instruction 11100.1F, Dated 10 February 2011, Paragraph 5 b (1)-(3) states,

"b. Containerized Living Units (CLUs). CLUs will be assigned as follows:

(1) West End CLUs

(a) Military officers in grades 04-05; equivalent coalition officers; GS personnel grades GS13-14; Chief Warrant Officers CWO4-CWO-5; Sexual Assault Response Coordinator (SARC); and other O-6 and above distinguished transient personnel.

(b) Consideration will be given to critical command level leaders who exhibit a requirement to be accessible by phone on a continual basis. This determination will be made on a case by case basis by the Housing Authority.

(c) Consideration will be given to critical command-level senior enlisted leaders to reside in West End CLUs on a case by case basis. Unit manning will be the key variable during consideration.

(2) Alpha and Bravo CLUs (Wet CLUs): Military officers in grades O3 and below; equivalent coalition officers; enlisted personnel in grades E7-E9; and GS personnel in grades GS10-GS12.

(3) Charlie through Hotel CLUs (Dry CLUs). Enlisted personnel E1-E6; GS personnel grades GS1-GS9 will normally be berthed in Charlie through Hotel CLUs. These CLU assignments will be double occupancy".

(3) Camp Lemonnier Djibouti Instruction 11100.1F, Dated 10 February 2011, Paragraph 5 i&j state,

"i. Waiting Lists. The Billeting Officer will establish procedures to administer waiting lists when grade equivalent berthing is rationed or unavailable. Waiting list precedence will be based on arrival date and grade/rank. The waiting list will be published at the billeting office and on the Camp Lemonnier HOA Information Portal...

j. Permanent CLU Assignments. Regardless of pay grade or GS level, personnel spending less than 50% of their time on Camp, or who are deployed to the Camp for less than six months will merit dry CLU billeting".

(4) Camp Lemonnier Djibouti Instruction 11100.1F, Dated 10 February 2011, Paragraph 9 (Exceptions) states,

"Exceptions to this instruction must be requested using enclosure (4) and submitted via the individual's unit chain of command for endorsement by the unit OIC, Director, or Commanding Officer. Endorsed exception requests will then be submitted to the Billeting Office for review before forwarding to the Camp Lemonnier Executive Officer for review. The Camp Lemonnier Commanding Officer is the final approving authority. Only Billeting Exception Requests that have been properly vetted

via this process may be presented to the Camp Lemonnier Commanding Officer".

(5) On 14 Dec 2011, (b) (6), (b) (7)(C), USN, submitted a complaint via e-mail, alleging that the USAF was assigning USAF personnel to billeting before other service members on the billeting waiting list.

(6) (b) (6), (b) (7)(C) testified he arrived at CJTF-HOA on 22 November 2011 with another Service Member (SM), (b) (6), (b) (7)(C), USAF. After three weeks of living in a tent, (b) (6), (b) (7)(C) was moved into a Containerized Living Unit (CLU), while (b) (6), (b) (7)(C) was still on a waiting list. (b) (6), (b) (7)(C) alleged that since USAF personnel operate the Billeting Office, they are assigning USAF personnel to permanent quarters before other services. (b) (6), (b) (7)(C) also alleged that (b) (6), (b) (7)(C) had been assigned a CLU which was authorized only for E-7s and above. These CLUs contain telephone service and shared latrine.

(7) (b) (6), (b) (7)(C), USN, (b) (6), (b) (7)(C), reported he had received complaints in the past about billeting issues. His inquiries concluded that due to the high tempo combat mission requirements and the increase in personnel billeting requirements, the assignment of housing is not always convenient to the service member. Often due to lack of billeting assets, personnel are often placed in billeting that become available. While the assignments were within policy, there was a lack of understanding by the service members of the various exceptions to policy contained in the SOP.

(8) (b) (6), (b) (7)(C) reported that (b) (6), (b) (7)(C) was never assigned to a wet CLU. He was authorized to move to a dry CLU due to his position within his unit and the need to maintain unit integrity. (b) (6), (b) (7)(C) was the (b) (6), (b) (7)(C) for the MQ1/9 predator programs and had to be on call 24/7 for aircraft mishap investigations. He also was one of the few enlisted members in his unit, with most being civilian employees, so to maintain unit integrity, his unit requested he be placed in the permanent CLU assigned to the unit. (b) (6), (b) (7)(C) said he had received verbal permission from the Camp Command Master Chief to make the move. Originally, the unit wanted to obtain a permanent wet CLU for (b) (6), (b) (7)(C) position because it is usually filled at the E-7 (Master Sergeant) level, but because (b) (6), (b) (7)(C) was not an E-7, the initial billeting assignment was denied. An exception to policy request had been prepared and was going to be submitted up the chain of command, but the decision to place (b) (6), (b) (7)(C) in a dry "CLU" permanently assigned

to the USAF 60th Expeditionary Reconnaissance Squadron (60 ERS) was made after the discussion with the Camp Command Master Chief.

(9) (b) (6), (b) (7)(C)

(b) (6), (b) (7), stated that the command requested billeting assign a CLU for their use only so they could maintain unit integrity. (b) (6), (b) (7)(C)

was assigned to a unit comprised primarily of officers and civilians. (b) (6), (b) (7)(C) spoke to her about it and she concurred with the decision to make the CLU available. The command had originally requested a wet CLU because a telephone was required, but since wet CLUs are only available to E7 and above, she would not allow that, but did offer a dry CLU if available. She said that commands will often request assignments for the purposes of unit integrity and the Billeting Officer attempts to accommodate them. Most of those units were either aviation units or units that will be on station for 4 months or less. She said that the 60th ERS was one of those units. She further said that an exception to policy waiver is not required if wants to have a permanent billet. An exception to policy request would be required only for an individual requesting a change.

(10) (b) (6), (b) (7)(C) , USN, (b) (6), (b) (7)(C) , (b) (6), (b) (7),

advised that since Camp Lemonnier is a combat support facility, there is a constant flow of personnel in and out of the base. Billeting has always been an important issue. While the policy states particular requirements for billeting, sometimes a military mission will require actions which might appear in conflict with the policy. He said that both he and the Commanding Officer have requested that units attempt to billet their personnel together in one location for the purpose of personnel accountability, so often personnel will be moved into different billets.

b. Analysis, Discussion, and Conclusion

(1) On 14 Dec 2011, (b) (6), (b) (7)(C)

, USN, submitted a complaint via e-mail, alleging that the USAF was assigning USAF personnel to billeting before other service members on the billeting waiting list.

(2) (b) (6), (b) (7)(C) reported that (b) (6), (b) (7)(C) was never assigned to a wet CLU. He was authorized to move to a dry CLU due to his position within his unit and the need to maintain unit integrity. (b) (6), (b) (7)(C) was the (b) (6), (b) (7)(C) for the MQ1/9 predator programs and had to be on call 24/7 for aircraft mishap investigations. He also was one of the few enlisted members in his unit, with most being civilian employees, so to maintain unit integrity, his unit requested he be placed

in the permanent CLU assigned to the unit. (b) (6), (b) (7)(C) said he had received verbal permission from the Camp Command Master Chief to make the move. Originally, the unit wanted to obtain a permanent wet CLU for (b) (6), (b) (7)(C) position because it is usually filled at the E-7 (Master Sergeant) level, but because (b) (6), (b) (7)(C) was not an E-7, the initial billeting assignment was denied. An exception to policy request had been prepared and was going to be submitted up the chain of command, but the decision to place (b) (6), (b) (7)(C) in a dry "CLU" permanently assigned to the USAF 60th Expeditionary Reconnaissance Squadron (60 ERS) was made after the discussion with the Camp Command Master Chief.

(3) Camp Lemonnier Djibouti Instruction 11100.1F, Paragraph 5 b (1)-(3) states that Containerized Living Units (CLUs) will be assigned to critical command level leaders who exhibit a requirement to be accessible by phone on a continual basis. This determination will be made on a case by case basis by the Housing Authority.

(4) Camp Lemonnier Djibouti Instruction 11100.1F, Paragraph 5 j states that permanent CLU Assignments for personnel spending less than 50% of their time on Camp, or who are deployed to the Camp for less than six months will merit dry CLU billeting.

(5) The Camp Lemonnier Djibouti Instruction 11100.1F does not address the placement of personnel into billeting facilities at the request of the individual's command for the purpose of unit integrity.

(6) While (b) (6), (b) (7)(C) was assigned billeting prior to (b) (6), (b) (7)(C), the evidence and testimony indicates it was done per policy and within command guidelines. (b) (6), (b) (7)(C) command requested a permanent billet for (b) (6), (b) (7)(C) position as the QAE for a particular combat program. The request was approved and a CLU was assigned permanently to the 60th ERS for the individual assigned to that position. There is no evidence indicating that (b) (6), (b) (7)(C) or any other person has shown favoritism towards USAF personnel over other service members. The command might explain better to personnel arriving to Djibouti that it is a combat area and based upon the operational tempo of the facility, billeting requirements might be modified.

(7) Based on the preponderance of evidence, the allegation that (b) (6), (b) (7)(C) displayed favoritism towards USAF personnel over other service members is unsubstantiated.

c. Recommendation. None

d. Disposition. None

4. Interviews and Documents

a. Interviews conducted. (All interviews conducted by telephone)

(1) (b) (6), (b) (7)(C) , USN (Complainant), Camp
Lemmonier, Djibouti

(2) (b) (6), (b) (7)(C) , USN, (Witness), CJTF-HOA IG,
Camp Lemmonier, Djibouti

(3) (b) (6), (b) (7)(C) , USAF, (Subject), Camp
Lemmonier, Djibouti

(4) (b) (6), (b) (7)(C) ,
Camp Lemmonier, Djibouti

(5) (b) (6), (b) (7)(C) , USN, (b) (6), (b) (7)(C) , Camp
Lemmonier, Djibouti

b. Documents reviewed

(1) United States Code, Title 10, Chapter 47 -
(UNIFORM CODE OF MILITARY JUSTICE), Subchapter X - PUNITIVE
ARTICLES, Section 892, Article. 92. (Failure to obey order or
regulation)

(2) Camp Lemmonier Djibouti Instruction 11100.1F,
Dated 10 February 2011

(3) E-mail traffic between (b) (6), (b) (7)(C) and NR EURAFSWA
IG Bahrain

(4) E-mail traffic between (b) (6), (b) (7)(C) and NR EURAFSWA
IG Bahrain

